

Message Text

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C O N F I D E N T I A L SECTION 01 OF 04 USNATO 04406

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SUBJECT: NATO FORCE GOALS 1979-1984: DRC REVISION OF
DRAFT GENERAL REPORT

REF: (A) USNATO 4179 (DTG 241728Z APR 78)
(B) USNATO 4232 (DTG 260902Z APR 78)
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SUMMARY. AT ITS APRIL 28 MEETING, THE DEFENSE REVIEW
COMMITTEE (DRC) SUBSTANTIALLY REVISED THE DRAFT GENERAL
REPORT ON NATO FORCE GOALS FOR 1979-1984 (REF A), PRO-
DUCING A FAR MORE CONCISE DOCUMENT, AND ACCOMMODATED THE
CHANGES PROPOSED IN REFS B AND C. THE INTERNATIONAL STAFF
(IS) WILL CIRCULATE A REVISED DRAFT ON MAY 2, WHICH THE
DRC WILL REVIEW ON AN INFORMAL BASIS ON MAY 3 PRIOR TO
FORWARDING THE REPORT FOR ADDRESSAL BY PERMREPS ON MAY 9.
WE PROPOSE TO SUPPORT THE REVISED TEXT AT THE MAY 3 MEET-
ING AND LIMIT OUR CHANGES TO RELATIVELY MINOR EDITORIAL
REVISIONS. THERE FOLLOW BELOW THE MAJOR SUBSTANTIVE
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CHANGES TO THE DRAFT TEXT. END SUMMARY.

1. INTRODUCTION (PARA 2). AT US REP'S (BADER) SUGGESTION,
THE COMMITTEE AGREED TO AMEND THE LAST SENTENCE
OF PARA 2 TO INDICATE THE NEED TO RECONCILE FORCE GOALS
WITH AGREED LONG-TERM DEFENSE PROGRAM (LTDP) MEASURES AND
TO DELETE REFERENCE TO THE "FIRST" FORCE GOALS PREPARED

UNDER 1977 MINISTERIAL GUIDANCE (PARA 2, REF C) IN THE FIRST SENTENCE. THE LAST SENTENCE WILL NOW READ: "SUBJECT TO ANY ADJUSTMENTS IN THE MEDIUM TERM THAT MAY EMERGE FROM DECISIONS ON THE LONG-TERM PROGRAM, THESE GOALS WILL PROVIDE A YARDSTICK BY WHICH NATIONAL PERFORMANCE WILL BE MEASURED BY NATO IN THE 1978 AND 1979 DEFENSE PLANNING REVIEWS."

2. THOUGH THE CHAIRMAN (ASYG MUMFORD) INITIALLY CAUTIONED AGAINST INDICATING THAT THE LTDP ADDS AN AURA OF PROVISIONALITY TO THE FORCE GOALS, THE FRG REP (VAN SANDRART) SUPPORTED STRONGLY THE US REP'S PROPOSAL REGARDING THE POTENTIAL NEED FOR RECONCILIATION BETWEEN THE COMPETING DEMANDS OF THE TWO EXERCISES. FURTHER TO THIS POINT, THE FRG REP STATED THAT A) AGREED LTDP MEASURED WITH MID-TERM FINANCIAL IMPLICATIONS MUST BE INCLUDED WITHIN THE FINANCIAL ENVELOPE OF THE FORCE GOALS CHALLENGE AND B) IN THE PREPARATION OF THE NEXT SET OF FORCE PROPOSALS IT WILL BE NECESSARY TO INCLUDE RELEVANT MEDIUM-TERM LTDP MEASURES. OTHERWISE, ALLIES WOULD BE FACED WITH TWO SEPARATE SETS OF FORCE IMPROVEMENT RECOMMENDATIONS AND ASSOCIATED ECONOMIC CHALLENGES. US REP RAISED THE POINT THAT THE DEFENSE PLANNING QUESTIONNAIRE (DPQ) WOULD SERVE AN IMPORTANT FUNCTION IN FOLLOW-THROUGH ACTION ON THE LTDP, AND CHAIRMAN ADDED THAT, THOUGH THERE PROBABLY WOULD NOT BE SUFFICIENT TIME FOR ALLIES TO REPORT IMPLEMENTING

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ACTIONS TO LTDP MEASURES IN DPQ 78, THE INTERNATIONAL STAFF WOULD PREPARE DPQ 79 WITH THE REPORTING REQUIREMENTS OF THE LTDP FIRMLY IN MIND.

3. PARA 4. THE DRC REVISED THIS PARA TO REFLECT THAT THE FORCE PROPOSALS REPRESENTED "MINIMUM MILITARY REQUIREMENTS", AS OPPOSED TO "FELL WELL SHORT OF MILITARY REQUIREMENTS", AND DELETED REFERENCE TO AN ASSESSMENT OF FINANCIAL MATTERS BY THE NATO MILITARY AUTHORITIES (NMAS) AND THE FINAL SENTENCE OF THE PARA RELATING TO THE MILITARY COMMITTEE'S RISK ASSESSMENT, IN THAT THE LATTER IS COVERED FULLY LATER IN THE REPORT.

4. PARA 5. RESPONDING TO US REP'S PROPOSAL, COMMITTEE AGREED TO RECAST THIS PARA, RETAINING ONLY THE FIRST SENTENCE EXPLAINING THE CHALLENGE CONCEPT AS SET FORTH IN DPC/D(71)10.

5. ECONOMIC BACKGROUND (PARAS 6-10). A CONSENSUS QUICKLY EMERGED THAT THE ECONOMIC DISCUSSION SHOULD BE REDUCED SUBSTANTIALLY. ACCORDINGLY, PARAS 6 AND 7 AND

THE FIRST 2 SENTENCES IN PARA 8 WERE DELETED WITH THE THOUGHTS CONTAINED THEREIN COMPRESSED INTO A SHORT SENTENCE TO THE EFFECT THAT "THE COMMITTEE TOOK ACCOUNT OF PERENNIAL ECONOMIC DIFFICULTIES AFFECTING ALL COUNTRIES TO VARYING DEGREES".

6. EXTERNAL ASSISTANCE (PARAS 11 AND 12). IN VIEW OF THE SUBSTANTIAL CUTS MADE IN PRECEDING SECTIONS OF THE DRAFT, TURKISH REP (OZCERI) READILY AGREED TO CHAIRMAN'S SUGGESTION THAT ONLY THE FIRST AND THIRD SENTENCE OF PARA 11 BE RETAINED. COMMITTEE ALSO AMENDED THE LAST CLAUSE OF

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THE LATTER SENTENCE, AT THE US REP'S SUGGESTION, TO READ:
"THE REMOVAL OF EXISTING US RESTRICTIONS ON MILITARY SALES AND AID" VICE "RESTRICTIONS ON ARMAMENTS PROCUREMENT".
ALSO, IN THE LAST SENTENCE OF PARA 12 THE COMMITTEE ADDED THE WORD "PROBABLY" BEFORE THE PHRASE "A NEW APPROACH" AND DELETED THE PHRASE REFERRING TO THE MANNER IN WHICH AID IS MADE AVAILABLE. THE CHAIRMAN AND THE TURKISH REP EMPHASIZED THE NEED TO RAISE TO A HIGHER LEVEL, PERHAPS THE SUMMIT, PORTUGAL AND TURKEY'S NEEDS FOR ASSISTANCE, STATING THAT THE PRESENT APPROACH THROUGH THE AD HOC GROUP WAS NOT PRODUCING ADEQUATE RESULTS. US REP AGREED THAT
.
GREATER EFFORT WAS REQUIRED BUT CAUTIONED AGAINST PROPOSING A "SPECIAL" APPROACH, WHEN THE MEANING WAS NOT CLEAR.

7. POLITICAL CONSIDERATIONS (PARAS 13-19).

. - AT DUTCH AND UK REP'S SUGGESTIONS, DRC DELETED PARA 13 AND THE FIRST SENTENCE OF THE FOLLOWING PARA. FRG AND BELGIAN (VAN DRIESSCHE) REPS WERE ISOLATED IN CALLING CONFIDENTIAL

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FOR THE RETENTION OF PARA 16, AND IT WAS DELETED. FRG REP STATED THAT THE PARA REFLECTED THE DANGER ASSOCIATED WITH SETTING A SPECIFIC RESOURCE TARGET -- THOSE ABOVE THE GOAL MAY REDUCE THEIR SPENDING. US REP COUNTERED THAT A) THERE WAS NO CAUSAL RELATIONSHIP BETWEEN REDUCTIONS AND THE 3 PERCENT AIM AND B) EMPHASIZED THE VERY POSITIVE EFFECT THE 3 PERCENT GOAL HAS HAD ON ALLIED BUDGETS.

. - AT US REP'S SUGGESTION, WITH STRONG UK SUPPORT, PARA 15 WAS RECAST TO HIGHLIGHT THE WIDE AFFIRMATION OF THE 3 PERCENT AIM. THIS PARA WILL NOW READ: "AS A RESULT ALMOST ALL MEMBER COUNTRIES HAVE NOW INDICATED THEIR INTENTION TO ADJUST THEIR FINANCIAL PLANS IN ACCORDANCE WITH A 3 PERCENT INCREASE. THIS WELCOME DEVELOPMENT HAS PUT NATIONAL AUTHORITIES IN A BETTER POSITION TO COPE WITH THE HIGH COST OF PROCUREMENT PROGRAMMES FOR THE NECESSARY MODERNIZATION OF EQUIPMENT."

. - PARA 17 WAS REVISED TO A) NOTE THAT FOR SOME COUNTRIES 3 PERCENT INCREASES WOULD BE INSUFFICIENT, B) INCLUDE THE THOUGHT FROM THE ORIGINAL TEXT OF PARA 15 THAT IN SEVERAL COUNTRIES THE HIGH COST OF MODERN EQUIPMENT HAS DISTORTED BUDGETARY PATTERNS AND C) EXCISE REFERENCES TO A WIDENING GAP AND NEED FOR EXPENDITURES SUBSTANTIALLY ABOVE 3 PERCENT INCREASES.

. - COMMITTEE AMENDED PARA 19 TO PARALLEL THE LANGUAGE PROPOSED BY THE US REP PER PARA 3, REF C.

8. RESOURCE IMPLICATIONS OF FORCE GOALS (PARAS 20 AND 21). AT UK REP'S SUGGESTION, THE DRC DELETED THE LAST TWO SENTENCES OF PARA 20 AND, WHILE RETAINING THE BULK OF THE FOLLOWING PARA, REARRANGED THE SENTENCES TO PROVIDE A MORE CONFIDENTIAL

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LOGICAL FLOW.

. - AT THE INSISTANCE OF A NUMBER OF ALLIES, WHO STATED THAT PRESENTATION OF FORCE GOALS CHALLENGES IN PERCENTAGE

FIGURES IN TABULAR FORM COULD PROVE COUNTERPRODUCTIVE TO GAINING THEIR AUTHORITIES' APPROVAL OF THE FORCE GOALS, THE DRC AGREED TO EXCISE ANNEX A TO THE REPORT.

9. MARITIME FORCES (PARA 23C). COMMITTEE ADOPTED A REDRAFT OF THIS SUBPARA CIRCULATED BY SACLANT REP (COTE) WHICH, WITH THE EXCEPTION OF REFERENCE TO "SERIOUS SHORTAGES IN MARITIME FORCES" RATHER THAN "STRENGTHEN PLANNED IMPROVEMENTS" IN THE FIRST LINE, REFLECTS ONLY MINOR CHANGES IN EMPHASIS AND SYNTAX FROM THE ORIGINAL TEXT.

10. PROBLEMS IDENTIFIED IN REVIEW (PARA 24). US REP RECEIVED NO SUPPORT FOR INCLUDING A PARA THAT WOULD DRAW ATTENTION TO THE MAIN DEFICIENCIES AND UNCERTAINTIES THAT SURFACED DURING THE SPRING REVIEW ALONG THE LINES PROPOSED IN PARA 3, REF B. COMMITTEE SUPPORTED CHAIRMAN'S POSITION THAT THE IDENTIFICATION OF SHORTCOMINGS IN ALLIED DEFENSE PLANS WAS APPROPRIATE FOR THE ANNUAL FALL REPORT ON COUNTRY PLANS BUT NOT THE FORCE GOALS REPORT. BASED ON THIS RATIONALE, HOWEVER, THE DRC AGREED TO DELETE THE LAST SENTENCE OF PARA 24, WHICH REFERRED INDIRECTLY TO REDUCTIONS IN US NAVAL CONSTRUCTION PROGRAMS.

11. CONCLUSIONS. IN RESPONSE TO US REP'S SUGGESTION, THE DRC REVISED SUBSTANTIALLY THE CONCLUSIONS SECTION TO CORRESPOND TO THE CHANGES MADE TO THE PRECEDING TEXT, IN PARTICULAR TO HIGHLIGHT THE TURNAROUND IN ALLIED DEFENSE

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SPENDING PLANS AND TO NOTE THE LINKAGE BETWEEN THE FORCE GOALS AND THE LTDP, AND POTENTIAL NEED FOR ADJUSTMENTS. THE CONCLUSIONS, AS AMENDED, FOLLOW:

. - THIS YEAR ALMOST ALL MEMBER COUNTRIES HAVE INDICATED THEIR INTENTION TO ADJUST THEIR FINANCIAL PLANS IN ACCORDANCE WITH A 3 PERCENT INCREASE. THIS IS VERY MUCH BETTER THAN THE POSITION WHICH EMERGED FROM THE 1977 DEFENSE REVIEW. FOR SOME COUNTRIES A 3 PERCENT ANNUAL INCREASE IN REAL TERMS, WHILE ALLOWING FOR SIGNIFICANT FORCE IMPROVEMENTS, WILL NEVERTHELESS BE UNSUFFICIENT TO REALIZE NATIONAL FORCE PLANS IN FULL.

. - THE DRAFT FORCE GOALS RECOMMENDED FOR ADOPTION IMPLY SUBSTANTIAL IMPROVEMENTS OVER THE FULL RANGE OF FORCE CAPABILITIES; WHEN ADDED TO COUNTRY PLANS THEY WOULD REPRESENT ANNUAL REAL INCREASES IN DEFENSE EXPENDITURES OF BETWEEN 3 AND 4.5 PERCENT.

. - SOME ADJUSTMENTS MAY BE NECESSARY IN THE MEDIUM TERM
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AS A RESULT OF DECISIONS TO BE TAKEN ON THE LONG-TERM DEFENSE PROGRAM.

. - IN THE LIGHT OF POLITICAL AND ECONOMIC CONSTRAINTS, A LARGE NUMBER OF MEASURES HAD TO BE DEFERRED UNTIL AFTER 1984 OR KEPT IN ABEYANCE UNTIL RESOURCES BECOME AVAILABLE.

. - SPECIAL ACTION WILL BE NEEDED TO INCREASE THE FLOW OF EXTERNAL ASSISTANCE IF PORTUGAL AND TURKEY ARE TO BE ENABLED TO ACHIEVE THE FORCE GOALS RECOMMENDED FOR THEM.

. - IN THE DRAFT FORCE GOALS, THE THRUST OF FORCE PROPOSALS WAS LARGELY MAINTAINED IN THE CENTRAL REGION. THIS WAS NOT THE CASE IN THE NORTHERN AND SOUTHERN REGIONS WHERE CONSIDERABLE REDUCTIONS HAD TO BE MADE IN THE CAPABILITIES INHERENT IN THE NATO MILITARY AUTHORITIES' FORCE PROPOSALS.

. - IN THE VIEW OF THE MILITARY COMMITTEE, THE SUBSTANTIAL REDUCTIONS AND DEFERMENTS IN THE IMPROVEMENTS SOUGHT IN THE FORCE PROPOSALS WILL INCREASE THE HIGH RISK THAT ALREADY EXISTS AS A RESULT OF THE WIDENING GAP IN CAPABILITIES BETWEEN NATO AND THE WARSAW PACT, PARTICULARLY IN THE NORTHERN AND SOUTHERN REGIONS.

. - THUS, AFTER CONSIDERING ALL THESE FACTORS, THE DEFENSE REVIEW COMMITTEE CONCLUDED THAT THE REASONABLE CHALLENGE ABOVE COUNTRY PLANS REPRESENTED BY THE FORCE GOALS WERE REALISTIC AND ESSENTIAL IF THE ALLIANCE IS TO MEET THE CHALLENGE POSED BY THE WARSAW PACT BUILD-UP.

THE COMMITTEE WAS UNABLE TO REACH CONSENSUS ON WHETHER TO
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RETAIN PARA 32, REGARDING THE IMPACT OF CUMULATIVE POST-PONEMENTS. THE FRG AND SHAPE (SCHWEITZER) REPS ARGUED FOR ITS RETENTION, WHILE OTHERS STATED, AS AT PARA 10 ABOVE, THAT IT REFLECTED MORE PROPERLY A CONCLUSION DRAWN FROM THE ANNUAL REVIEW OF ALLIED PLANS. THE IS PROBABLY WILL INCLUDE A REVISED PARA SIMILAR TO THE ORIGINAL TEXT OF PARA 32 IN THE NEXT DRAFT. COMMENT. WE DO NOT FEEL PARTICULARLY STRONGLY ONE WAY OR ANOTHER ON THIS ISSUE, THOUGH THE LOGIC DESCRIBED IN PARA 10 ARGUES AGAINST THE PARAS RETENTION, AND PROPOSE TO JOIN WHATEVER CONSENSUS EMERGES IN THE MAY 3 DRC. END COMMENT.

12. RECOMMENDATIONS (PARA 40). AT US REP'S SUGGESTION, DRC AGREED TO A) DELETE SUBPARA D AND ADD LANGUAGE ALONG THE LINES PROPOSED IN PARA 4, REF C TO THE PRECEDING RECOMMENDATION; B) ADD A NEW RECOMMENDATION REFERRING TO THE INTERRELATIONSHIP BETWEEN FORCE GOALS AND THE LTDP; AND C) DROP SUBPARA I BECAUSE IT SIMPLY REPLICATES STANDING PROCEDURES. THE TWO REVISED RECOMMENDATIONS WILL INVITE THE DPC IN PERMANENT SESSION TO:

. - ON BEHALF OF MINISTERS, ADOPT AS NATO FORCE GOALS FOR THE PERIOD 1979-1984 THE MEASURES IN THE COUNTRY REPORTS AND THEIR ANNEXES, AND INVITE MEMBER COUNTRIES TO IMPLEMENT THEM;

. - NOTE THE INTERRELATIONSHIP BETWEEN FORCE GOALS AND THE LTDP.

13. REVISED DRAFT. THE IS WILL CIRCULATE A REVISED DRAFT ON THE AFTERNOON OF MAY 2, WHICH THE DRC WILL REVIEW ON AN INFORMAL BASIS ON MAY 3 BEFORE FORWARDING THE REPORT

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FOR APPROVAL BY PERMREPS ON MAY 9. WE HAVE WORKED INFORMALLY WITH THE IS TO ENSURE THAT THE REVISED DRAFT WILL REFLECT ACCURATELY THE DRC DISCUSSION OF APRIL 28 AND US PROPOSALS.

14. PROPOSED USNATO POSITION. IN OUR VIEW, THE REVISED DRAFT WILL BE ABOUT RIGHT; IN PARTICULAR IT WILL A) REFER TO THE LINKAGE BETWEEN THE FORCE GOALS AND LTDP AND POSSIBLE NEED FOR ADJUSTMENTS TO THE FORMER IN LIGHT OF DECISIONS ON THE LTDP AND B) HIGHLIGHT THE TURNAROUND IN ALLIED DEFENSE SPENDING PLANS. AT THE MAY 3 DRC REVIEW OF THE REVISED DRAFT WE PROPOSE, THEREFORE, TO SUPPORT THE NEW DRAFT AND LIMIT OUR AMENDMENTS TO LARGELY EDITORIAL CHANGES AIMED AT IMPROVING THE CLARITY AND SYNTAX OF THE REPORT.

15. ACTION REQUESTED: IF WASHINGTON HAS ANY FURTHER COMMENTS, WE WILL NEED THEM BY OPENING OF BUSINESS, MAY 3. BENNETT

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